

Narrative Information Sheet

1. Applicant Identification

The City of Orangeburg
933 Middleton Street
Orangeburg, SC 29115

2. Funding Requested

- | | |
|-----------------------------------|----------------|
| a. <u>Assessment Grant Type</u> | Community-wide |
| b. <u>Federal Funds Requested</u> | \$500,000 |

3. Location The City of Orangeburg, Orangeburg County, South Carolina.

4. Target Area and Priority Site/Property Information

- Target Area: University Commons Area of Orangeburg, South Carolina
- Census tract Target Area: CT 104
- Priority Site 1: **All Stars Bowling Lanes** 1539 Russel Street, Orangeburg, SC 29115
- Priority Site 2: **Southern Railroad Station** Northeast corner of Boulevard Street and Russell Street, Orangeburg, SC 29115
- Priority Site 3: **Railroad Corner** 1715 & 1721 Russel Street, Orangeburg, SC 29115

5. Contacts

a. Project Director

John Singh
Assistant City Administrator & Director of Community Planning
979 Middleton Street, Orangeburg, SC 29115
Telephone: (803) 533-6000
Email john.singh@orangeburg.sc.us

b. Chief Executive/Highest Ranking Elected Official

Michael C. Butler
Mayor
PO Drawer 387, Orangeburg, South Carolina, 29116
Telephone: (803) 533-6000
Email michael.butler@orangeburg.sc.us

6. <u>Population</u>	Target Area (CT 104)	4,743 (2020 US Census)
	City of Orangeburg, South Carolina	13,563 (2020 US Census)



7. Other Factors

Other Factors	Page #
Community population is 10,000 or less.	1
The applicant is, or will assist, a federally recognized Indian tribe or United States territory.	
The priority brownfield site(s) is impacted by mine-scarred land.	
The priority site(s) is adjacent to a body of water (i.e., the border of the priority site(s) is contiguous or partially contiguous to the body of water, or would be contiguous or partially contiguous with a body of water but for a street, road, or other public thoroughfare separating them).	
The priority site(s) is in a federally designated flood plain.	
The reuse of the priority site(s) will facilitate renewable energy from wind, solar, or geothermal energy	2, 3, 4
The reuse of the priority site(s) will incorporate energy efficiency measures.	3
The reuse strategy or project reuse of the priority site(s) considers climate adaptation and/or mitigation measures.	
30% or more of the overall project budget will be spent on eligible reuse / area-wide planning activities for priority brownfield site(s) within the target area.	9
The target area(s) is located within a community in which a coal-fired power plant has recently closed (2012 or later) or is closing.	

8. Letter from the State or Tribal Environmental Authority Attached.

9. Releasing Copies of Applications Not Applicable.



November 15, 2022

Brian Gross
Region 4 Brownfields Coordinator
United States Environmental Protection Agency
Resource Conservation and Restoration Division
61 Forsyth Street SW
Atlanta, Georgia 30303-8960

RE: EPA Brownfields Community-wide Assessment Grant
City of Orangeburg, South Carolina

Dear Mr. Gross:

The South Carolina Department of Health and Environmental Control, the State's environmental authority, acknowledges and fully supports the City of Orangeburg's application for a Brownfields Assessment Grant. The grant funds will focus on redevelopment of Brownfields properties in the downtown area.

The Department appreciates your consideration of the application and hopes for a favorable outcome. Your positive response will assist the City in its efforts to revitalize properties in the community. If you have any questions or need additional information, please contact Robert Hodges of my staff at (803) 898-0919.

Sincerely,

A handwritten signature in blue ink, appearing to read "H. Porter", is positioned above the typed name of the sender.

Henry Porter, Chief
Bureau of Land and Waste Management

cc: Liz Basil, EA BHES
Robert Hodges, Manager, Brownfields Program

1. **PROJECT AREA DESCRIPTION AND PLANS FOR REVITALIZATION**

a. **Target Area and Brownfields**

i. Overview of Brownfield Challenges and Description of Target Area

The City of Orangeburg, population of 12,482, is 8.3 sq. miles in the south-central area of the state, 37 miles southeast of the South Carolina capital, Columbia. The city limits define the geographic boundaries of the application and all eligible project activities will be conducted within the City of Orangeburg.

The target area for this application is the 1.06 sq. mile University Commons Area (population of 1,650). It is defined to the east by the **adjoining Historically Black Colleges/Universities (HBCUs), Claflin University and South Carolina State University**, Stonewall Jackson Blvd along the western edge of downtown Orangeburg, to the south by the CSX Railway, and the north by Park St. The two schools are built directly on railroad tracks. Land that would ordinarily be unused and buffer the rail lines from resident populations was deemed appropriate for the siting of the two schools and their overwhelmingly African American populations (90.4% Claflin; 93.7% SCSU). The gross disparities between environmental and social injustices have led to a rich civil rights history within the target area. After the passage of the Civil Rights Act in 1964, All Star Bowling Lanes (Priority Site 1) continued operation as a segregated facility. In February 1968, students of the target HBCUs began peaceful demonstrations at the bowling alley. Police met the quiet protests with arrests. Two days later, nine patrolmen opened fire on a group of students gathered around an on-campus bonfire at South Carolina State University. Tragically, shots were fired in the backs and heels of students as they ran away, injuring 28 and killing 3. No repercussions ever came from it. It became known as the Orangeburg Massacre.

The apex of the two schools is the gateway to the downtown district. It was first developed as a major railroad junction and served the agricultural trade routes that crisscrossed the state following the civil war. **This rail legacy helped build the community but has left significant brownfield challenges.** Potential environmental issues such as PAHs, creosote, heavy metals, and herbicides exist throughout the community. Largely because of the rail lines, the target area's industry expanded in the earliest part of the 20th century to include manufacturing as the region transitioned from an agrarian economy. In this minority-majority community, residential areas, churches and schools were located immediately adjacent to heavy industry and other incompatible uses. Red lining in this part of the country was common practice and is an unfortunate part of the City's history. Within a one-mile radius of the University Commons (target area), two chemical plants, 16 heavy manufacturing plants, multiple landfills (one public and several private), a coal fired power plant, and multiple salvage yards and recycling facilities are currently in operation. Although modern planning practices and environmental regulations have benefited the target population (through regulation and zoning/land use requirements that buffer residents), many facilities were abandoned and the remnants of historical operators within the perimeter has proven difficult to remedy. Beyond environmental issues related to historic industrial operations, the target area is littered with vacant buildings with degrading asbestos-containing materials and lead-based paint. **The prevalence of brownfields in Orangeburg is astounding. The target area**, despite its small size of just 1.06 square miles, **has 126 brownfield properties (totaling 44.5-acres)** with endless environmental issues. Polychlorinated Biphenyls (PCBs), creosote, gasoline, petroleum, volatile organic compounds (VOCs), solvents, asbestos-containing material (ACMs), and lead-based paint (LBP) are some of the concerns due the railroad and its supporting industries, manufacturing facilities, chemical plants, landfill operations, salvage yards gasoline stations, dry cleaners, and more. **The proposed grant will provide seed money for the City to begin a Brownfield Redevelopment program in the University Commons target area.** Requested funds will allow the City to create a GIS-based site inventory of these brownfield sites, assess several priority sites, and plan for reuse and cleanup of brownfields.

ii. Description of the Priority Brownfield Site(s)

As stated in 1.a.i above, the target area has over 126 brownfield properties (44.5 acres) within its small 1.06 square mile footprint. Catalytic priority sites, with secured site access, have been identified and

prioritized (by stakeholders) based upon the community's desire to preserve historic buildings, the need for environmental assessment, and redevelopment potential to meet community needs. The priority sites, site-specific environmental concerns, and proposed end uses are described in detail below.

Site 1, All Star Bowling Lanes Plaza, is a 3.64-acre shopping center famously known for the 1968 Orangeburg Massacre (discussed in Section 1.a.i.). As a result of the Massacre, the All-Star Bowling Lanes, part of the Plaza, is listed as a National Historic Place and became part of the African American Civil Rights Network in June 2021. The Plaza is 85% vacant. There are known ACMs with the Bowling Lanes and suspected ACM and LBP in the remaining 6 units of the Plaza. The former Rhodes Cleaners, part of the Plaza, has a significant PCE/TCE (drycleaning solvent) groundwater plume that is extending to numerous offsite properties. As a result, there are potential soil vapor issues throughout the Plaza preventing the safe reuse of the property. Reuse includes renovating the bowling alley, with the inclusion of a civil rights exhibit to memorialize the Massacre. The remaining units of the Plaza will be available for new businesses. This site is a community priority per survey results discussed in Section 2.b.iii.

Site 2, the former **Southern Railway Station**, historically provided affordable access to the target area via commuter and passenger rail. The Station also served as a freight train depot, active from 1889 until the 1960s, leaving a myriad of environmental concerns including creosote, pesticides, herbicides, and petroleum products. The parcel now sits vacant and is used by HBCU students as an unofficial walking path to class, exposing them to potentially contaminated soil. The site is slated to become a linear park with sidewalks. Shade will be provided by Solar Flowers (solar panels designed in the shape of oversized flowers) that will provide a source of renewable energy to power Site 3, across the street.

Site 3, Railroad Corner. For more than 100 years, Railroad Corner was the center of black-owned businesses in Orangeburg. The 1.25-acre assemblage of 11 parcels was home to every daily use imaginable: beauty shops, doctor and law offices, soda shops, dry cleaners, a gasoline station, and more. Decline began with the closure of the Southern Railway Station (Site 2) and the growth of car dependence. All 8 historic buildings (17,000 sq ft.) now lie vacant with the street frontage exhibiting severe deferred maintenance with boarded windows. Break-ins are a regular occurrence. Like Site 2, HBCU students use the vacant parcels as a shortcut to get to downtown, potentially exposing them to contaminated soil. Contaminants of concern include ACMs, LBP, petroleum, gasoline, and dry cleaner solvents. The City of Orangeburg has purchased the assemblage of parcels and is currently executing a development agreement with Orangeburg District Partners, who was selected through a several month solicitation process released by the City in 2022. Redevelopment plans include the adaptive reuse of the historic State Theater and other historic buildings into a civil rights museum with a coffee shop. Three new student housing buildings will be constructed with 208 beds and 12,300 sq. ft. of first floor commercial uses. Additionally, 12 units of HBCU faculty housing will be constructed. A pedestrian mall will connect the buildings to regain a downtown, collegiate atmosphere. Housing and new commercial space are desperate needs for the City and HBCUs, which makes the Site 3 a top priority.

b. Revitalization of the Target Area

i. Reuse Strategy and Alignment with Revitalization Plans The City, together with community partners (discussed in Section 2.b.i.), worked diligently to properly plan and envision a bright future for the target area that supports and aligns with local Plans. The Orangeburg Collegiate Community Gateway Revitalization Initiative (OCCGR Initiative)¹ was a collaborative effort between the City, community based non-profit agencies, and the Development Finance Initiative, an initiative under the University of North Carolina's School of Government. The OCCGR Initiative sets forth the following goals: 1) Provide a catalytic mixed-use development that connects downtown to the universities and serves as a gateway to downtown (Site 3); 2) Optimize public investment and maximize private investment (all Sites); 3) Respect the historical significance and context of sites and integrate history into developments (Sites 1 & 3); 4)

¹ [2021.05.18 council presentation.pdf \(orangeburg.sc.us\)](https://www.orangeburg.sc.us/council/presentation/2021.05.18_council_presentation.pdf)

Consider options for preserving the State Theater building (Site 3); 5) Incorporate engaging street level uses attractive for students and the community (all Sites); and 6) Enhance walkability to increase pedestrian activity from the universities to the Railroad Corner (Sites 2 & 3).

The City holds title to the Southern Railroad Station and Railroad Corner properties (Sites 2 & 3). A local non-profit agency and project partner, Center for Creative Partnerships, holds title to a large portion of Site 1. Priority site end uses (see 1.b.ii) directly address community goals to: 1) Strengthen the City's role as Orangeburg County's center of culture, higher education and commerce; 2) Complement Orangeburg County's \$10.0 million investment in the new downtown Orangeburg County Library; 3) Bring attractive intergenerational housing targeted to faculty, staff, graduate students, and military veterans attending South Carolina State University and Claflin University with their GI Bill benefits; 4) Attract purveyors of quality goods and services; 5) Create meaningful employment opportunities for Orangeburg residents and South Carolina State and Claflin students; 6) Enhance the City's tax base; and 7) Memorialize the City's rich history as a beacon of 20th century capitalism and its key role in the 1960's Civil Rights Movement. To make the developments a reality, the City has appropriately adjusted zoning classifications of the priority sites and is willing to fast track approvals.

ii. Outcomes and Benefits of Reuse Strategy Redevelopment of the priority brownfield projects through the proposed reuse strategy will provide significant benefits for the target area's disadvantaged community. **The priority sites are almost entirely abandoned and displacement is not an issue as the few remaining tenants will have their spaces renovated.** The Railroad Corner redevelopment will create a **Gateway** to the City's downtown district and restore its sense of place. The catalytic mixed-used development will reestablish prosperity to the African American historical business corridor and spur further redevelopment within the target area. **Jobs** The project will create employment opportunities both for residents and students. Many HBCU students in Orangeburg are low-income and lack access to a personal vehicle. Accessible part time employment opportunities are impactful in reducing student debt burdens and providing future career skills. **Access to Commercial Goods & Services** Access to basic services (including restaurants, cultural spaces, health care facilities & medical offices) is enhanced through development of an estimated 20,000+ square feet of commercial space. A City conducted market analysis indicated a demand of 66,900 square feet over the next 5 years. **Historical Significance & Preservation** The proposed project memorializes the City's key role in the Civil Rights Movement. The proposed project provides an adaptive re-use development of Orangeburg's All Star Bowling Lanes with a civil rights exhibit. A civil rights museum will be housed in the preserved historic State Theater building of Railroad Corner. Other historic facades and architectural elements of Railroad Corner will be preserved to foster community identity and character. **Housing.** Railroad Corner will incorporate 208 student beds in 48 units as a start in combating the overwhelming unmet demand of 3,400 residential unit for the City. Twelve 2-3 bedrooms units of faculty housing will be included. **Energy Efficiency** measures will be incorporated into the priority site redevelopments to reduce energy consumption by 40%. **Renewable Energy** will provide power for the student housing units at Railroad Corner (Site 3) with the installation of solar panels. The commercial spaces of Site 3 will be powered by Solar Flowers on Site 2 (Section 1.a.ii.). Both will be completed as part of cooperative partner HBCU-CDAC's Clean Energy Initiative, funded by the PB Foundation. **Walkability & Access to Education** The proposed project will reunite the universities and the downtown district through improved walkability.

c. **Strategy for Leveraging Resources**

i. Resources Needed for Site Reuse The project will enhance recent public investments in the area. This proposed grant, along with future assessment grants and developer contributions, will supply needed assessment funds. South Carolina's Division of Site Assessment, Remediation, and Revitalization will provide a subgrant for remediation of Railroad Corner, Site 3 and potentially another for remediation of Rhodes Cleaners, Site 1. A loan from South Carolina's Brownfields Revolving Loan Fund will be sought for Site 2 and will serve as backup funding source for Sites 1 & 3.

Priority Sites 1 & 3 will use New Market & Federal/State Historical Tax Credits. Site 1 will be largely funded by private donations following the site’s inclusion in the African American Civil Rights Network. Leveraged funds for the reuse of Priority Sites 2 & 3 include: 1) City contribution of \$2,000,000 for infrastructure improvements; 2) USDOT funded \$350,000 RAISE Grant for a pedestrian bridge feasibility study from Railroad Corner to Claflin University; 3) City’s investment in acquisition of the Railroad Corner properties; 4) The Orangeburg Redevelopment District Partners development agreement which includes nearly \$28,000,000 in development costs for Railroad Corner; 5 & 6) \$703,256 for rehabilitation of the State Theater and \$430,000 for the Civil Rights Museum from Congressman James Clyburn (6th District); 7) Solar panels for Railroad Corner funded by the HBCU-CDAC’s Clean Energy Initiative; 8) \$10,000,000 USDOT Reconnecting Communities Grant for pedestrian bridge construction.

The student housing on Site 3 will be supported by the Renaissance HBCU Opportunity Fund, exclusively focused on real estate-oriented economic development projects on or near HBCU campuses. The Fund is unique compared to other OZ opportunities because the capital is specifically earmarked for projects that enhance the economic vitality of HBCUs and their surrounding neighborhoods.

ii. Use of Existing Infrastructure The target area is urban with existing infrastructure (power, gas, water, sewer, telecommunications and high-speed internet lines, roadways, and sidewalks) in place. The redevelopment of priority sites will use existing infrastructure. Due to increasing density at Site 3, water and stormwater infrastructure, as well as some street improvements are necessary. The City has committed \$2,000,000 for these infrastructure upgrades to make the development feasible.

2. COMMUNITY NEED AND COMMUNITY ENGAGEMENT

a. Community Need

i. The Community’s Need for Funding As exhibited by the Census data below, the target area suffers from high unemployment (17%) and significant poverty (37.2%). The City is unable to draw on other initial sources of funding due to its small, low-income population, vacant commercial spaces, and depressed housing values that produce little in the way of property tax revenues. These factors are further compounded by great social needs that strain the public coffers. The tax base within the community is small and woefully insufficient to fund the assessment work needed to properly redevelop the target area. All priority brownfield sites are in federally qualified Opportunity Zones (QOZ) 112 or 114, further illustrating the economic strain in the target area. The City and County governments are heavily reliant on grant funding for large, capital improvement projects and resources are strained. Accomplishments to date (extensive planning, community engagement and site acquisitions) have only been made possible through the dedication and resources of non-profit partners and generous grant sponsorships. The requested assessment grant funds would fill the remaining gap to ready sites for redevelopment.

	Target Area	City of Orangeburg	South Carolina	United States
Population	1,650	12,482	5,190,705	331,893,745
Unemployment	17.0%	9.3%	5.0%	4.7%
Poverty Rate	37.2%	29%	19.1%	11.6%
Percent Minority	92.0%	75.3%	31.4%	24.2%
Under 18	18.5%	17.8%	21.6%	22.2%
Median HH Income	\$17,722	\$28,587	\$54,864	\$64,994
Source: American Community Survey, 2021 (accessed October 2022); EJ Screen (accessed October 2022)				

ii. Threats to Sensitive Populations

(1) Health or Welfare of Sensitive Populations As exhibited in the table above in 2.a.i., sensitive population groups dominate the target area of Orangeburg; home to a minority majority (92%) and low-income residents (37.2% poverty rate). The unemployment rate is four times the national figure (17% vs 4.7%). Orangeburg County qualifies as a **place of persistent poverty** (<https://sgp.fas.org/>). The target area is also qualified as a **food desert** by every measure of the scale; low income (LI), low access (LA) at the ½ mile, 10 mile, and no vehicle access thresholds by the USDA (<https://www.ers.usda.gov/data->

[products/food-access-research-atlas/go-to-the-atlas](#)). Further, the community is classified as a **Medically Underserved Population by HRSA** (www.hrsa.gov). According to EJSCREEN, the target area is in the upper quartile for the following demographic indicators: **Demographic Index 87%** (98% SC; 93% 98% US); **People of Color Population 92%** (96% SC; 90% US); and **Low-Income Population 82%** (97% SC; 97% US). This grant will facilitate the identification and reduction of threats to the health and welfare of sensitive populations through assessment and subsequent remediation of brownfield properties with known contamination that are an economic drain on the community. End uses will directly address many of the health and welfare inequities and socio-economic needs currently facing the community (including obtainable housing for HBCU students and faculty, the restoration of culturally significant and historically recognized landmark, and expanded accessibility of community goods and services).

(2) Greater Than Normal Incidence of Disease and Adverse Health Conditions This grant will help to identify and plan for reduction of contaminants impacting the target area, which exhibits greater than normal instances of the following environmentally influenced and associated diseases: asthma, low birth rate, and cancer. Orangeburg has one of the highest hospital and ER discharge rates for asthma in children. Currently, about 9.1% of children in Orangeburg suffer from asthma versus the national rate of 7.0%. The air quality in the target area is 9.3µg/m³ and the community is ranked in the highest percentiles for NATA Air Toxics Cancer Risk (97th); NATA Respiratory Hazard Index (98th) and NATA Diesel PM (97th) ([Asthma in South Carolina \(sc.gov\)](#)). South Carolina is ranked 5th in low birth rate in the country. ([Stats of the State of South Carolina \(cdc.gov\)](#)). Premature births particularly affect women of color (black women are 49% more likely to have premature birth than white women [maternal and infant health sc sha.pdf](#)) According to local hospital data, **premature birth is the largest contributor to death of babies in the target area. Cancer rates in the target area are greater than normal in both incidence of disease and death.** In the target area, breast cancer exhibits at a rate of 33.5 (28.1 SC; 25.9 US) with death rates 40% higher than US figures. The colorectal cancer rate is 44.7 target (37.6 SC; 38.0 US) with death rates 32% higher than US figures.

(3) Promoting Environmental Justice

Selected Variables	State Percentile	USA Percentile
EJ Index for PM2.5	88	72
EJ Index for NATA* Diesel PM	97	91
EJ Index for NATA* Air Toxics Cancer Risk	97	97
EJ Index for NATA* Respiratory Hazard Index	98	99
EJ Index for Traffic Proximity and Volume	97	71
EJ Index for Lead Paint Indicator	99	95
EJ Index for Underground Storage Tank Proximity	99	99
EJ Index for RMP Proximity	99	97
EJ Index for Hazardous Waste Proximity	98	95
EJ Index for Wastewater Discharge Indicator	96	92

The target community's history is checkered with environmental injustices, including historical redlining of minority housing and the siting of minority serving housing and institutions adjacent to incompatible uses (such as railway corridors and heavy industry). The two historically black universities served in the target area were located IMMEDIATELY adjacent to a busy railway corridor. Local residents joke that if they were any closer to the tracks, they would be on the train. Within a one-mile radius of the target area there are two chemical plants, 16 heavy manufacturing plants, multiple landfills (one public and several private), a coal fired power plant and multiple salvage yards and recycling facilities. Although many areas of the country are modernizing power facilities, this region has not. A coal fired power plant is located in Orangeburg, just outside the target area. Constructed in 1996, the facility burns 1.1 million tons of coal annually with no plans to convert to natural gas despite the capability. The plant produces thousands of tons of coal ash waste product annually and directly expose residents of the target area to the risks from coal ash disposal -- leaking of contaminants into ground water, blowing of contaminants into

the air as dust, and the catastrophic failure of coal ash surface impoundments. Emissions likely contribute to the poor air quality index in the target area, as indicated by EJSCREEN data in the summary table above. As recently as 2015, the power company SCE&G operated an **unlined, Class 2 non-commercial landfill** at its coal-fired plant in Orangeburg. Official records show a total of 11,076 tons of waste was disposed of at the landfill in 2015. The Orangeburg Massacre in 1968 brought civil rights and racial tensions to the forefront. However, the legacy of systemic racism here began long before and has lasted long after the civil rights movement of the 1960’s. Environmental injustices perpetrated on underrepresented minority population with few resources is a story told throughout the nation and one that the target community shares. The proposed project can certainly not undo the injustices of the past, but it can serve to safeguard the future and support brownfield redevelopment in this underserved community of great need. The revitalization of the prioritized sites would provide the assessment resources necessary to begin restoring environmental justice to this disadvantaged community.

b. Community Engagement

i. Project Involvement and ii. Project Roles The City is partnering with local organizations to achieve the goals envisioned by the community and formalized in the City’s adopted Redevelopment Plans (see 1.b.i). The table below highlights a few project partners and their roles. All are committed to being members of the University Commons Brownfields Committee responsible for brownfields decision-making on site selection, cleanup, and future reuse of priority and identification of future sites.

name of organization	Point of contact	Specific Project Role
Historically Black Colleges & University Community Development Action Committee (HBCU-CDAC)	Ron Butler (305) 322-7555 rbutler@hbcucoalition.org	Project planning & outreach partner leading development efforts for the priority sites. Acts as a liaison between the City and Universities. Providing solar panels for Sites 2 & 3 through their Clean Energy Initiative
Development Finance Initiative (University of North Carolina School of Government)	Sonya Turner; email preferred; turner@sog.unc.edu	Nonprofit development adviser to City that has and will continue to assist with market and financial analyses, public engagement, solicitation of development partners, and negotiation of development agreements with partners. They led solicitation for Site 3.
South Carolina State University	President Alexander Conyers, (803) 536-7013; aconyers@scsu.edu	Outreach - HBCU student and faculty involvement Reuse planning – active in reuse planning, particularly with Site 3 that will contain student housing.
Clafin University	Dr. Dwaun Warmack; 803-503-5000; dwarmack@Clafin.edu	
National Development Council	Ryne Johnson; 646-276-8124 rjohnson@ndconline.org	Nonprofit structuring capital for projects in low socioeconomic areas; tax credit experts
Center for Creative Partnerships	Ellen Zishotz, 803-928- 6851; [REDACTED]	Nonprofit organization: grant writing; engaging the community through arts; owns and is committed to rehabilitating All Star Bowling (Site 1).
Orangeburg-Calhoun-Allendale-Bamberg Community Action Agency (OCABCAA)	Calvin Wright; 803-536-1027; ocabcaa@sc.rr.com	Nonprofit assisting with community engagement, job training (construction/ transportation), and Low Income Home Energy Assistance and HeadStart Programs
Trinity United Methodist Church	Pastor Rev, Eddie Williams; 803-534-7759; phone preferred	Resident input and sending out info; meeting space (located in target area)

iii. Incorporating Community Input The City’s process for integrating community input (see 2.b.i) began in 2020 with the target area’s University Commons Plan and followed these six steps.

- | | |
|---------------------------------------|--|
| 1. Convene multi stakeholder group | 4. Create a master plan |
| 2. Inventory current community assets | 5. Create sustainable development plan |
| 3. Develop a shared community vision | 6. Implementation |



**City of Orangeburg, South Carolina
 FY2023 US EPA Brownfields Assessment Grant
 Ranking Criteria**

As defined above, identification of stakeholders, public engagement and community input have been foundational. Community vision and engagement efforts began in the fall of 2020 at the conclusion of the community asset inventory. An online survey to collect public input on potential priority sites was released February 26, 2021 and 342 survey responses were received. The priority sites identified in this application were selected by EVERY respondent. 78% of respondents said the sites were extremely important to the future of Orangeburg and 66% of respondents said the history of the sites was extremely important. Additionally, three public input sessions were held in Spring 2021 and two in Fall 2021. An average of 32 participants attended the sessions and the workshops exhibited positive public engagement. Desired redevelopment outcomes were preservation of history, housing, recreation and entertainment venues. Engagement will continue throughout development, adding in additional brownfield sites as funds permit. The proposed brownfields project is included in the implementation step.

The University Commons Committee (Committee), consisting of residents and stakeholders, will serve as a brownfields steering committee and has already selected and prioritized (by survey) the sites within the proposed project. Site access is secured and proposed development plans are in place. From award, the City, with public input, will develop a written **Community Involvement Plan (CIP)** that will document and formalize the process to share information and seek public input to decision-making. **Quarterly ZOOM meetings** for the Committee, project team, EPA Project Officer, and selected Qualified Environmental Professional (QEP) are expected throughout the project period in conjunction with the Committee’s existing meetings, which are open to the public, streamed live and recorded. Input will be solicited, considered by the Committee, and responded to by Jennifer Van Cleave, the project’s Community Engagement Coordinator. Jennifer will remain available by phone and email for brownfields-related questions, input, and comments by the public. The developed **brownfields brochure, newsletters, fact sheets and notices on the brownfield program** and project activity for sites will be distributed to stakeholders (primarily digitally) through the City’s cooperative community partners (including the Universities), Instagram, and Facebook. The City will compile and maintain mailing and email distribution lists for the dissemination of project information and notices. **Project Information Repository** - Documents including project fact sheets, technical reports, the CIP, site nomination forms, and access agreement templates will be accessible on the City’s website with links on partner agency websites and via QR codes. Residents without internet access will be able to access information and documents at the public and university libraries, all located within the target area. COVID-19 has had a significant impact on communities of color. Special precautions are necessary in the community to ensure public health is not compromised by engagement efforts. Council meetings have been held in the City gym to allow for more space. Staff is provided with free testing and free PPE. Digital communication and virtual meetings will continue to be available.

3. TASK DESCRIPTIONS, COST ESTIMATES, AND MEASURING PROGRESS

a. Description of Tasks/Activities and Outputs The project team plans to use the grant to assess the three brownfield priority sites identified in 1.a.ii. and an estimated three other future identified prioritized brownfield properties within the target area. The team has identified the following four tasks.

Task 1 – Programmatic Support
i. Project Implementation. <i>EPA-funded:</i> Conference attendance/travel for 1 staff member; grant setup and kickoff; quarterly reporting; MBE/WBE and annual financial forms; EPA ACRES database updates; <i>Non-EPA-funded:</i> contractor procurement; Work Plan development; staff time to implement project and oversee cooperative agreement
ii. Identifying Additional Sites: See Tasks 2 and 3
iii. Anticipated Project Schedule: Pre-Award Contractor/QEP procurement: Spring 2023; Work Plan: June 2023; Quarterly, annual and programmatic reporting months 4-48; ACRES updates: month 1 – after grant closure.
iv. Task/Activity Lead(s): John Singh, Project Director, will be responsible for overseeing programmatic activities and compliance with the Work Plan and schedule. The QEP will complete quarterly/annual reporting and ACRES updates.

<p>v. Output(s): 1 attendee at 6 brownfield conferences (2 National and 4 Regional), 1 kickoff meeting, 1 set of forms (site access, nomination, and prioritization forms), 16 quarterly reports, 1 close-out report, ACRES updates</p>
<p>Task 2 - Outreach</p>
<p>i. Project Implementation. <i>EPA-funded:</i> Community Involvement Plan (CIP); City brownfields brochure; bi-annual, priority site, and as-needed brownfields meetings; <i>Non-EPA-funded:</i> staff time to coordinate, oversee, and attend outreach events/activities; brownfield website development; supplies and printing for brochures and outreach events</p>
<p>ii. Identifying Additional Sites: Meetings will be used to solicit input regarding additional site selection, site cleanup, and reuse planning through open conversations and electronic and paper surveys. Ms. Van Cleave's contact information will be readily available on the City's brownfield website and brochure for residents and stakeholders to reach out on site selection and input. Sites will be prioritized by the University Commons Brownfields Committee based on secured site access, community feedback, need for environmental assessment, and redevelopment that will meet needs of the community such as housing, jobs, and more (per community survey discussed in Section 2.b.iii)</p>
<p>iii. Anticipated Project Schedule: CIP & brochure development: pre-award - month 2; bi-annual and as-needed brownfield meetings (virtual, outdoors, or inside) throughout project period; priority site meetings in months 1-12.</p>
<p>iv. Task/Activity Lead(s): The selected QEP, directed by Mr. Singh (Director) and Ms. Van Cleave (Community Engagement Coordinator), will prepare the CIP. Ms. Van Cleave will oversee the CIP and outreach activities. She will also oversee website and social media updates and coordinate bi-annual, as-needed, and priority site meetings.</p>
<p>v. Output(s): 1 Community Involvement Plan; 1 brownfields brochure, 1 brownfields page on City's website, social media updates/outreach, 8 bi-annual brownfields meetings, 3 priority site meetings, and as-needed meetings (# TBD).</p>
<p>Task 3 - Site Assessment</p>
<p>i. Project Implementation. <i>EPA-funded:</i> Generic Quality Assurance Project Plan (QAPP); Phase I and Phase II ESAs with Site Specific QAPPs and Health and Safety Plans (3 of the Phase I & II ESAs at Priority Sites); 1 Site Inventory; <i>Non-EPA-funded:</i> staff time to secure site access, review reports, and assist with the Site Inventory and prioritization</p>
<p>ii. Identifying Additional Sites: A GIS-based Site Inventory will be completed for the City, focused on the target area. The Inventory will depict storage tanks, hazardous waste sites, sites with perceived contamination, vacant properties, redevelopment opportunities, and other layers as desired by target area residents/stakeholders. The Inventory will be presented at bi-annual meetings and updated per resident/stakeholder input. Site prioritization will occur with the Site Inventory, with sites given weight-based rankings on end use to meet community needs, perceived environmental issues, safety considerations, and catalyst potential.</p>
<p>iii. Anticipated Project Schedule: Generic QAPP: pre-award; Phase I ESAs and site access agreements: pre-award - month 36 (Priority Sites pre-award - month 12); Site-specific QAPPs, H&S plans, & Phase II ESAs: months 6-42.</p>
<p>iv. Task/Activity Lead(s): All tasks will be overseen by the Brownfields Project Director, Mr. Singh. City staff will secure site access and approve assessment activities, as needed. The selected QEP will complete the Generic QAPP and site assessment activities in accordance with current ASTM standards and All Appropriate Inquiry. The QEP will complete the GIS Inventory. The Brownfields Steering Committee will approve and prioritize sites.</p>
<p>v. Output(s): 1 Generic Quality Assurance Project Plan (QAPP); 6 Phase I ESAs with site access agreements; 5 Phase II ESAs with Site-Specific QAPPs and Health and Safety Plans; and 1 GIS-based Site Inventory.</p>
<p>Task 4 - Cleanup/ Reuse Planning</p>
<p>i. Project Implementation. <i>EPA-funded:</i> Analysis of Brownfields Cleanup Alternatives (ABCAs) and reuse/concept plans; A Brownfields Funding Matrix will be completed to assist the City in identification of additional leveraged fund opportunities. <i>Non-EPA-funded:</i> staff time to review reports, reuse plans, and Funding Matrix</p>
<p>ii. Identifying Additional Sites: See Tasks 2 and 3</p>
<p>iii. Anticipated Project Schedule: Cleanup/reuse planning: months 6-40.</p>
<p>iv. Task/Activity Lead(s): The QEP will complete cleanup planning. Planners will complete the reuse plans. Mr. Singh, Project Director, will oversee all work.</p>
<p>v. Output(s): 4 ABCAs; 4 Brownfields Reuse Plans, and 1 Brownfields Funding Matrix.</p>

b. Cost Estimates The City of Orangeburg will consider staff time and supplies as an in-kind leveraged resource. Lump sum contractual rates based on average rates of \$125-175/hour for a QEP or planner. \$247,000 (49.4%) of funds are directly associated with site-specific assessment and cleanup planning. \$140,000 (28%) is budgeted for site-specific reuse planning work. Together, with the addition of site-specific outreach events, **\$395,800 or 79% of grant funds are allocated to site-specific work; \$247,500 or 49.5% is the budget is site-specific environmental and cleanup planning work.**

Task 1 – Programmatic Support: \$36,900 – Travel: \$7,500 Attendance at 6 National or Regional brownfields conferences (breakdown: \$2,400 for 6 conference registrations, \$2,400 for 12 hotel nights, \$1,800 for flights and transportation, and \$900 per diem (\$50/day for 18 days)); **Contractual Costs - \$29,400:** \$2,000 for grant kick-off items – overview of cooperative agreement with EPA and QEP and site access, nomination, and prioritization forms, 16 quarterly reports at \$1,400 each for a total of \$22,400; and a closeout report at \$5,000; **Task 2 Outreach: \$28,500 – Contractual Costs - \$28,500:** Community Involvement Plan for \$5,000; creation of a brownfields brochure at \$3,500; 8 bi-annual meetings at a cost of \$7,000 (8 @ \$875 – 5 hrs/meeting); priority site meetings at \$8,800 (\$3,000 for Sites 1 & 2 and \$2,800 for Site 2); and \$4,200 for as-needed meetings (24 hrs @ \$175/hr). **Task 3 – Site Assessments: \$261,600 – Contractual Costs - \$261,600:** A Generic QAPP at \$4,600; 6 Phase I ESAs at \$30,000 (6 @ \$5,000); 5 Phase II ESAs for \$177,000 (5 @ avg. cost of \$35,400); 5 Site Specific QAPPs and Health & Safety Plans \$20,000 (5 @ \$4,000); 1 Site Inventory at \$30,000. **Task 3 is 52.3% of the budget. Task 4 Cleanup and Reuse Planning: \$173,000 – Contractual Costs - \$173,000:** 4 ABCAs for \$20,000 (4 @ \$5,000), 4 Site Reuse/Concept Plans at a total of \$140,000 (4 @ avg. cost of \$35,000); 1 Brownfields Funding Matrix for \$13,000. **Task 4 is 34.6% of the budget.**

Budget Table

Budget Categories	Task 1. Programmatic Support	Task 2. Outreach	Task 3. Site Assessments	Task 4. Cleanup & Reuse Planning	Total
Travel	\$7,500	\$0	\$0	\$0	\$7,500
Contractual	\$29,400	\$28,500	\$261,600	\$173,000	\$492,500
Total (%)	\$36,900	\$28,500	\$261,600	\$173,000	\$500,000

(Note: Personnel, Equipment, Supplies, Other (subawards) and Indirect Costs not shown as amounts are zero.)

c. Measuring Environmental Results The City project team will diligently track, measure, and report on the success of the project utilizing EPA’s ACRES and quarterly reports to track the following outputs: number of Phase I and II ESAs completed and number of cleanup and reuse planning documents produced. The actual outputs will be compared to the estimated number of outputs listed in Section 3.a. The project team will track, measure, and report the following outcomes in ACRES: acres of land assessed; land remediated and redeveloped; acres of parks and greenspace preserved or created; number of jobs created or retained; redevelopment investment value; and other funding leveraged. The project team will report outcomes and outputs that cannot be easily entered into ACRES (i.e., website updates, staff training, community outreach/meetings, and GIS-Inventory) in quarterly reports. The project team will also evaluate the extent to which site assessments, cleanup planning, and future redevelopment result in the protection of human health and the environment. The project team will evaluate the project progress semi-annually against the goals in Section 3.a and, if goals are not being met or are off schedule, will meet with local stakeholders, the environmental consultant (QEP), and the EPA project officer to discuss the shortcomings and determine appropriate corrective action steps as necessary.

4. PROGRAMMATIC CAPABILITY AND PAST PERFORMANCE

a. Programmatic Capability

i. Organizational Capacity and ii. Organizational Structure Orangeburg has the requisite organizational and structural capacity to successfully administer the programmatic, administrative, and financial requirements of the proposed project and grant within the specified project period. The City of Orangeburg

operates under the council form of government. There are seven council members, including the mayor. They are elected on alternating terms. Each council member has one vote. The City Administrator is appointed by the Council and is responsible for administering the policy of the council and supervising the City's 11 Departments. The proposed grant will be managed by the Community Planning Department.

iii. Description of Key Staff **John Singh** will serve as **Project Director**. Mr. Singh is Assistant City Administrator and heads the City's Community Planning Department. He has 30+ years' experience and has overseen many grant-funded projects in his tenure. He is very familiar with federal procurement procedures and will oversee the City's bid process for a QEP, experienced in Brownfield projects to complete the technical aspects of the project. Assisting Mr. Singh will be Angela Terry, the City's Grants Administrator, who will serve as **Brownfield Coordinator**. Ms. Terry has decades of experience in coordinating grant programs and following federal requirements. **Community Engagement Coordination** will be led by **Jennifer Van Cleave**, the City's Public Information Officer. Ms. Van Cleave handles all press releases, community involvement efforts and traditional/social media coverage for the City. Financial oversight will be provided by the City's Financial Manager, **Marc Wood**, who will serve as the **Financial Director** for the project. Mr. Wood is well versed in federal reporting requirements and accounting standards.

iv. Acquiring Additional Resources The City will procure consulting and environmental engineering services from a qualified firm (QEP) to carry out specific tasks. This procurement process will be carried out through an open bid process and be fully consistent with federal procurement requirements, 2 C.F.R. 200 and EPA's rule at 2 C.F.R. 1500. The Project Director will be the primary person responsible for initiating a qualifications-based selection for a consultant to execute the brownfields work. The City has mechanisms to replace lost staff and obtain additional contractor resources in the event of unforeseen employee turnover to ensure project success.

b. Past Performance and Accomplishments

ii. Has Not Received an EPA Brownfields Grant but has Received Other Federal or Non-Federal Assistance Agreements

The City of Orangeburg has not received funds through an EPA Brownfields Grant but has received other grant funds. Two recent examples of grant sponsored programs are as follows.

(1) Purpose and Accomplishments

- **Project:** Pedestrian Improvement Phase I **Amount:** \$325,069.60 **Awarding Agency:** South Carolina Department of Transportation (SCDOT) Transportation Alternatives Program (TAP) **Purpose & Accomplishments:** Installed ADA compliant sidewalks, benches, and pedestrian ramps at Sunnyside Street from Cemetery Street to Henley Street, at Salley Street from Glover Street to Fletcher Street and along Goff Street. This project improved pedestrian safety.

- **Project:** Russell Street Streetscape Improvements **Amount:** \$493,307 **Awarding Agency:** South Carolina Department of Commerce Community Development Block Grant Program **Purpose & Accomplishments:** Improvements included street trees, new granite curbing, new asphalt, decorative poles, and signs. A security camera system (13 cameras) was added in the downtown area to improve public safety. This project resulted in a 100 percent solve rate.

(2) Compliance with Grant Requirements All projects identified above were managed by the Project Director and Financial Director, who will also oversee this project. The City was in full compliance with the workplan, schedule, and terms and conditions under the assistance agreements and has maintained an excellent record of stewardship of all previous funding awarded. The City has a strong history of timely and acceptable reporting, as required by the awarding agencies. For all prior grants, the City has successfully made and reported on progress towards achieving expected results of the agreement in a timely manner.

1. Applicant Eligibility

The City of Orangeburg is an eligible entity as a city, defined under 2 CFR § 200.64.

2. Community Involvement

The City of Orangeburg has established a comprehensive process for integrating community input into the brownfield redevelopment process at the center of the proposed project. The Process, which began in 2020 with the development of the target area's University Commons Plan (which informs this project) employs the quarterback model. This model leveraged the capacity of high-performing local organizations to lead and coordinate across sectors and stakeholders to achieve shared goals. The process follows these six steps.

1. Convene multi stakeholder group
2. Inventory current community assets
3. Develop a shared community vision
4. Create master plan
5. Create sustainable development plan
6. Implementation

As defined by the six steps above, identification of stakeholders, public engagement and community input are foundational to this process. Community vision and engagement efforts began in the fall of 2020 at the conclusion of the community asset inventory. An online survey to collect public input on potential priority sites was released February 26, 2021 and 342 survey responses were received. The priority sites identified in this application were selected by EVERY respondent. 78% of respondents said the sites were extremely important to the future of Orangeburg and 66% of respondents said the history of the sites was extremely important. Additionally, three public input sessions were held in Spring 2021 and two in Fall 2021. An average of 32 participants attended the sessions and the workshops exhibited positive public engagement. Desired redevelopment outcomes were preservation of history, housing, recreation, and entertainment venues, which has informed the end uses planned. Engagement will continue throughout development, adding in additional brownfield sites as funds permit. The proposed brownfields project is included in the implementation step.

The University Commons Committee (Committee), consisting of residents and stakeholders, will serve as a brownfield steering committee and has already selected and prioritized (by survey) the sites within the proposed project. Site access is secured, and development plans are in place. From award, the City, with public input, will develop a written **Community Involvement Plan (CIP)** that will document and formalize the process to share information and seek public input to decision-making. **Quarterly ZOOM meetings** for the Committee, project team, EPA Project Officer, and selected Qualified Environmental Professional (QEP) are expected throughout the project period in conjunction with the Committee's existing meetings, which are open to the public. Input will be solicited, considered by the Committee, and responded to by John Singh the Project Director. Mr. Singh will remain available by phone and email for brownfields-related questions, input, and comments by the public. **Newsletters, fact sheets and notices on the brownfield program** and project activity for all sites will be distributed to stakeholders (primarily

digitally) through the City's cooperative community partners and digital media platforms. The City will compile and maintain mailing and email distribution lists for the dissemination of project information and notices. **Project Information Repository** - Documents including project fact sheets, technical reports, the CIP, site nomination forms, and access agreement templates will be kept at a central, accessible repository on the City website with links on partner agency sites as well. COVID-19 has had a significant impact on communities of color. Special precautions are necessary in the community to ensure public health is not compromised by engagement efforts. Digital communication and virtual meetings will be employed as dictated by local public health guidance. A live stream of events will be available as possible.

3. Expenditure of Existing Grant Funds

The City of Orangeburg affirms that it does not have an open EPA Brownfields Assessment Grant or Multipurpose Grant.

4. Contractors and Named Subrecipients

Contractors Not applicable. The City of Orangeburg has not selected a contractor that will be compensated with EPA funds made available under this application. The City affirms that the procurement process will be conducted in full compliance with all federal procurement procedures for a fair and open competition as required by 2 CFR Part 200 and 2 CFR Part 1500.

Named Subrecipients Not applicable. The City has not named any subrecipients in its application for Brownfields Grant funding.